

CHAPTER 8

Land Use

The purpose of this plan's land use chapter is to compile an inventory of existing land use information, and establish the goals, objectives and policies which will be used to guide public and private actions concerning future land use and development. These goals, objectives and policies express ideas that are consistent with the desired character of the community and the other chapters of the Comprehensive Plan.

Section 8.1 Existing Land Use Within Bureau County

An accurate depiction of Bureau County's existing land use pattern is the first step in planning for a desired *future* land use pattern. It is important to recognize that existing land use is not always the same as the current zoning of a property.

A. Existing Land Use Map Categories:

Existing Land Use in Bureau County is categorized as follows:

Agriculture & Rural Lands: Land used primarily for farming, farmsteads, nurseries, and farm support activities, limited single-family residential uses, generally with densities at or below 1 dwelling unit per 40 acres. This category also includes grasslands, timber, shrub land, and water.

Rural Residential: Non-farm residential uses typically found in rural areas, not subdivided, often isolated or in small clusters.

Residential: Groupings of predominantly single-family residential development, generally with densities at or below 1 dwelling unit per 3 acres. Typically, residential land uses will be zoned residential and may be platted or subdivided.

Commercial: Land used for commercial trade purposes such as wholesale and general retail. Uses include such items as building materials, hardware, food stores, equipment stores, truck stops, auto sales, gas stations, eating and drinking establishments, etc. Also includes land used for commercial services such as finance, insurance, real estate, repair, motels, medical, professional (i.e. legal, accounting) and private (i.e. daycare, laundry) type services, golf courses and commercial campgrounds.

Industrial: Land occupied for industrial purposes, including light and heavy industry and the production and/or manufacturing of durable and non-durable goods. Also includes land occupied by transportation-related uses (such as warehousing/distribution), utilities and extractive uses (quarries and sand/gravel pits).

Public/Governmental: Land occupied for public or governmental use, such as schools and municipal, township, county or state buildings and/or land.

Private Camps and Recreation Area: Privately-owned camps such as Pilgrim Park and Menno Haven Camp and Retreat Center; and, private hunting clubs such as Dalzell Rod & Gun Club, Hartman Gun Club, Hennepin Duck Club, Princeton Game & Fish Club, and The Employees Rod & Gun Club.

Church/Cemetery: Churches and cemeteries.

Public Parks and Open Space: Includes the Hennepin Canal Parkway State Park, Mautino State Fish and Wildlife Area, DePue State Fish and Wildlife Area. Also includes areas such as The Witness Tree, McCune Sand Prairie, Echo Bluff Park, etc.

Incorporated: Incorporated cities and villages within the County.

B. Existing Land Use Pattern:

Bureau County’s existing land use pattern is primarily rural, consisting of: farmland related uses including farmsteads and farm buildings; pasture and grazing land; timber lands; grasslands; and, other rural open space land uses. The county’s population and most intensive development is concentrated within the incorporated cities and villages. The rural population is in residential developments and scattered residential parcels. Isolated commercial and industrial uses are found throughout the county, as well. The county’s municipalities contain the most intensive land uses in the county - the municipalities cumulatively account for 3.5% of the land area of the County, but contain 74.5% of the population. Each local community’s existing land use map, if available, should be referenced for a more detailed review of these land use patterns. Table 8.1 provides an amount, type and intensity (or percentage) of the acreage within each existing land use category in Bureau County as of 2013. These acreage totals do not include lands within the municipalities. *Map 8.1 Existing Land Use, Bureau County, IL* found in Appendix I Maps graphically details existing land uses.

**Table 8.1
Existing Land Use Within Bureau County Ranked by Amount of Land Area**

Land Use	Area (Acres)	% of County
Agriculture and Rural Lands	518,850.9	93.2
Incorporated Cities and Villages	19,675.0	3.5
Public Parks and Open Space	6,247.0	1.1
Rural Residential	4,913.9	0.9
Private Camps and Recreational Areas	2,533.6	0.5
Residential	1,677.4	0.3
Commercial	1,523.8	0.3
Industrial	860.7	0.2
Church/Cemetery	277.2	0.0
Public/Governmental	170.9	0.0
Total Area of County	556,730.4	100.0

Section 8.2 Land Development and Market Trends

According to the Bureau County Zoning Department, there were 286 zoning permits issued for new dwelling construction in unincorporated Bureau County from 2002 through 2012, for an average of 26 dwelling starts per year over the past eleven years. Of the twenty-five townships within the County, the majority of dwelling starts were in Princeton Township (17.5% of total), Dover Township (7.7% of total), Arispie Township (6.6% of total), Wyanet Township (5.9% of total), Hall Township (5.6% of total), and La Moille Township (5.6% of total). These six (6) townships accounted for 48.9% of the dwelling starts in unincorporated Bureau County from 2002 through 2012. Figure 8.1 graphically depicts township dwelling starts from 2002 through 2012.

Figure 8.1: Township Dwelling Starts 2002 - 2012, Bureau County, Illinois

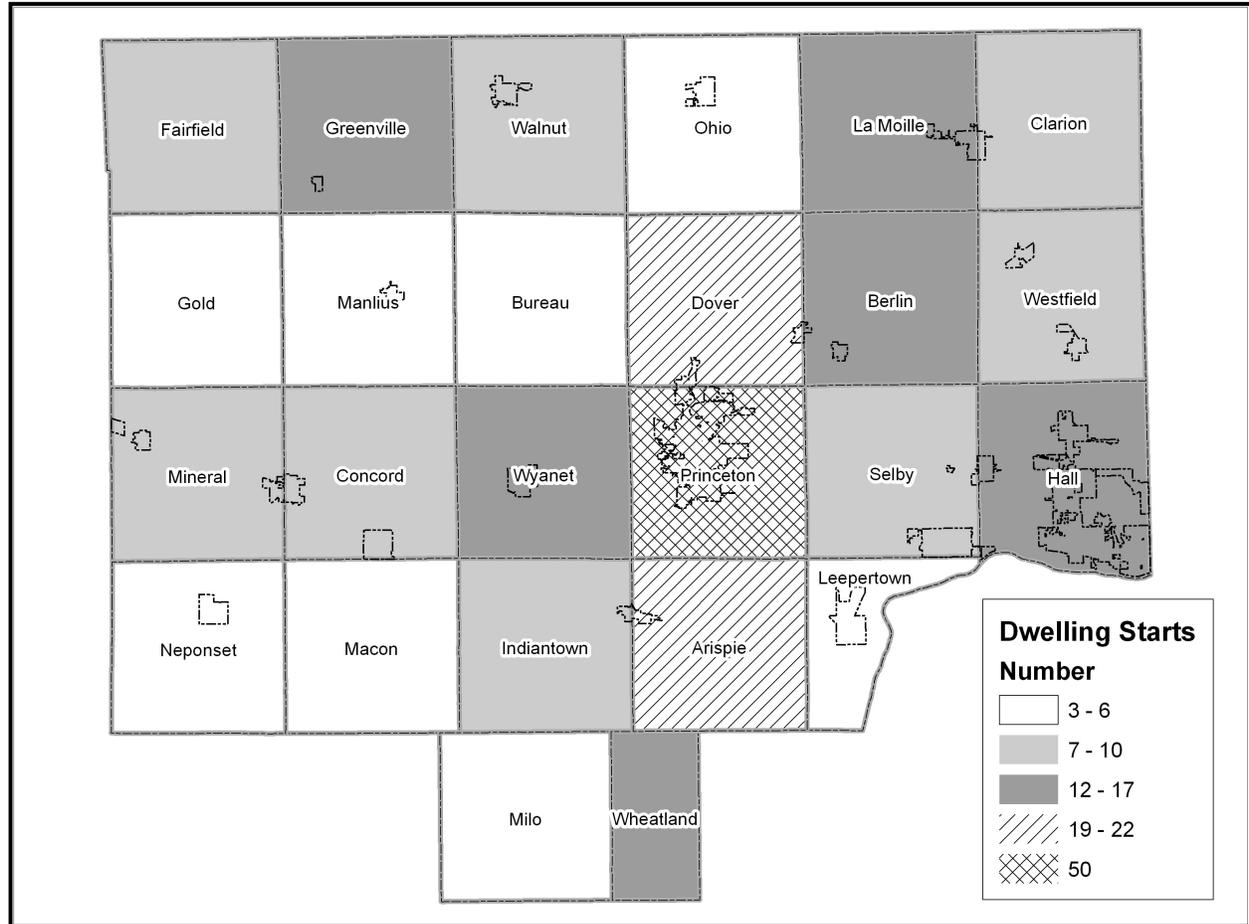


Table 8.2 shows the comparison of equalized assessed valuations (EAV) by class of property from Assessment Year 2007 through Assessment Year 2011 in Bureau County.

Table 8.2
Comparison of Equalized Assessed Valuations by Class of Property
in Assessment Years 2007 Through 2011
Bureau County, Illinois

	Residential	Farm	Commercial	Industrial	Total	% Change
2007	\$320,962,081	\$192,360,749	\$80,834,165	\$30,561,500	\$624,718,495	---
2008	\$335,217,503	\$205,004,954	\$84,945,018	\$30,606,724	\$655,774,199	5.0%
2009	\$339,305,414	\$215,320,285	\$87,009,097	\$48,471,917	\$690,106,713	5.2%
2010	\$335,418,577	\$224,567,193	\$84,699,126	\$48,040,967	\$692,725,863	0.4%
2011	\$318,854,540	\$228,274,147	\$95,391,348	\$57,921,491	\$700,441,526	1.1%
% Incr. '07- '11	-0.7%	18.7%	18.0%	89.5%	12.1%	---

Source: Bureau County Supervisor of Assessments

The total Bureau County Equalized Assessed Value (EAV) increased every year from 2007 to 2009. The average annual increase in EAV from 2007 to 2011 is 2.9% per year. The total county EAV increased 12.1% from 2007 to 2011.

Residential EAVs, which account for 45.5% of the total county EAV in the 2011 assessment year, increased every year from 2007 to 2009; however, in response to the recessionary economy, residential EAVs decreased 5.5% from 2009-2010, and decreased 6.0% from 2009-2011. Residential EAVs decreased 0.7% from 2007 to 2011, the only EAV category to register a decrease.

Farm EAVs, which account for 32.6% of the total county EAV in the 2011 assessment year, have increased every year from 2007 to 2011. Agricultural EAVs increased 18.7% from 2007 to 2011.

Commercial EAVs, which account for 13.6% of the total county EAV in the 2011 assessment year, have shown an upward trend from 2007 to 2009, but decreased slightly from 2009 to 2010 before rebounding in 2011. Commercial EAVs increased 18.0% from 2007 to 2011.

Industrial EAVs, which account for 8.3% of the total county EAV in the 2011 assessment year, increased from 2007 to 2009, decreased slightly from 2009 to 2010, and increased again from 2010 to 2011. Industrial EAVs increased 89.5% from 2007 to 2011, the largest EAV increase of the EAV classification. The increase was due to industrial wind turbine assessments.

Section 8.3 Land Use Conflicts

As growth occurs in Bureau County and as urban areas expand, there will likely be increasing land use conflicts. Urban and rural residential, commercial and industrial land use development will require the conversion and possible fragmentation of more farmland, woodlots, and open fields in the County. Conflicts between non-farm residential development and surrounding farms and farm activities could become increasingly common in the rural parts of Bureau County. Other potential rural land uses that could conflict with neighboring uses include large-scale farm operations, mining/quarrying operations, wind farm development/operations and rural manufacturing plants. This *Plan* seeks to avoid potential *future* land use conflicts through thoughtful and comprehensive land use planning at the local and county level. Municipal comprehensive plans should document specific localized existing and potential land use conflicts.

Section 8.4 Projected Land Demand

A. Residential Land Demand:

Projected residential land use demands are typically based on year-round population, household size, housing unit forecasts, and an assumption of a typical size of a future residential home site. Bureau County has experienced a gradually declining population, and is projected to moderately decrease in population into the future (see Chapter 1, Issues and Opportunities for Planning). However, a reasonable amount of land should be designated for future residential development based on stated planning policies, goals and objectives. Residential land demand and, in particular, consumption, relate largely to planning policy implementation and where/how residential development occurs. Rural residential development where few services are available demands a much greater land area than residential development where urban services and infrastructure are available.

B. Commercial and Industrial Land Demand:

Bureau County's dominant land use is agriculture, although there are numerous commercial and industrial uses located throughout the county. However, commercial and industrial land uses are predominately, and will likely continue to be, located within the county's municipalities. Bureau County should work cooperatively with the municipalities to plan for and encourage new commercial and industrial uses where identified as appropriate, and plan for and prepare infrastructure to accommodate potential commercial and industrial uses.

Section 8.5 Goals, Objectives, and Policies

A. Goal:

Work cooperatively with township, village and city governments to promote an economically efficient, environmentally sustainable, and compatible development pattern that also respects private property rights. Bureau County should manage land use so that development occurs in a logical, orderly manner to support the County's best interest, minimize land use conflicts between adjacent land usage, utilize resources and infrastructure efficiently and protect and enhance the County's natural resources, rural character and rural community values. Bureau County's policies and land use management tools should work to prevent scattered development in rural areas of the County; secure adequate natural light, pure air and safety from fire and other dangers; minimize congestion in the public streets and highways; lessen or avoid the hazards to persons and damage to property resulting from the accumulation or run-off of storm or flood waters; preserve the natural beauty and topography of the County; and, ensure appropriate development with regard to these features.

B. Objectives:

1. Promote new development consistent with this *Comprehensive Plan* and other local comprehensive plans.
2. Working with the county's townships and municipalities, continue to plan for a compatible land use pattern throughout the County.
3. Guide the location, mix, and quality of private development to meet private and public land use objectives.
4. Promote a development pace that does not exceed capacity of utilities, roads, and community facilities.
5. Provide a balance of land uses to serve existing and future residents of the county, as well as non-residents, that minimizes conflicts between adjacent land uses.
6. Define areas where residential, commercial and industrial development should occur.
7. Encourage developments that maintain and enhance the rural, "small-town" character of Bureau County and create a "sense of place" among the residents.
8. Guide public and private policy and action in order to provide adequate and efficient transportation, water, sewerage, schools, parks and playgrounds, recreation, and other public requirements and facilities.
9. Ensure that land is developed only when necessary to provide for uses of land for which market demand exists and which are in the public interest.
10. The County should adopt and implement a Land Evaluation and Site Assessment (LESA) System to assist in the evaluation of development proposals.

C. Policies:

1. Incorporate the recommendations of city, village and township land use plans into the county's land use plan, except in instances where county interests may not be served by such a policy.
2. Plan for a sufficient supply of developable land for a range of different uses, in areas, types, and densities consistent with local community wishes and service requirements.
3. Guide intensive new development requiring higher levels of municipal utilities and services to the county's municipalities.
4. When making land use decisions such as map amendments (re-zonings), special use permit requests, and subdivision plats, follow the land use recommendations mapped in the General Development Plan map and described in this *Plan*.
5. Support other innovative approaches to land development to increase flexibility and achieve the goals of this *Plan* without sacrificing the public health, morals and general welfare, and where consistent with community wishes.
6. Work with local governments and landowners to assure incompatible land uses are not located close to one another or are buffered through screening.
7. When changes in zoning are proposed that would permit non-residential development on a parcel of land, require the submittal of a specific development proposal (comprised of a detailed site plan) before approving the re-zoning. Approval of the development proposal should be based on the degree to which the project fulfills the goals, objectives, and policies of this *Plan*.
8. Encourage safe and attractive development; ensure that the development site is physically suited to the proposed use; apply sound design and landscape principles in the planning, layout and construction of new development.
9. Ensure that proposed uses are compatible with surrounding uses; give consideration to the opinions of neighboring landowners and interests of the County in general.
10. Encourage environmentally sensitive, energy efficient, well-planned sustainable development.
11. Protect the character and the social and economic stability of all development of the County through appropriate growth management techniques assuring the timing and sequencing of development, promotion of in-fill development in existing neighborhoods and non-residential areas with adequate public facilities, to assure proper urban form and open space separation of urban areas, to protect environmentally critical areas and areas premature from urban development.
12. Ensure that public facilities and services are available concurrent with development and will have a sufficient capacity to serve proposed development.

13. Require that the public will be required to bear no more than its fair share of the cost of providing facilities and services to development through requiring the developer to pay fees, furnish land, or establish mitigation measures to ensure that the development provides its fair share of capital facilities needs generated by the development.
14. Provide for open spaces through the most efficient design and layout of the land.
15. Establish standards for driveway access to public highways, roads and streets.
16. Ensure adequate off-street parking and loading facilities with all new business and industry.
17. Discourage developments which utilize private, on-site sewage disposal systems in areas where soil conditions and/or geology indicate that there is a potential for contamination of ground and/or surface water.
18. Discourage scattered development in rural areas of the county:
 - Limit the number, density and size of developments constructed without community or public sanitary sewage disposal and water supply.
 - Develop subdivision regulations which restrict residential, commercial and industrial developments in which sanitary sewer and public water are not available at the time of approval or are not available within a reasonable time frame.
 - Encourage cities and villages to adopt long-range planning policies that encourage development adjacent to existing communities that can provide public services.
19. Where land and structures adjoin incorporated communities and it is evident that such land could ultimately be annexed to the community, the uses of such land and buildings should be related to the existing and planned land use pattern of the adjacent communities.
20. Allow for flexibility due to unique circumstances.

Section 8.6 Future Land Use Recommendations

Map 8.2 General Development Plan Map found in Appendix I Maps illustrates the Future Land Use recommendations of the *Bureau County, IL Comprehensive Plan*, and identifies how development should proceed in the future to meet the county's goal of encouraging a pattern of growth and development that will provide a quality living environment. Future development and redevelopment should be encouraged in an orderly pattern adjacent to and compatible with existing development. Land Use recommendations include both immediate and long range planning recommendations to be implemented. Where differences exist, the long range Land Use Plan recommendations are not considered to be inconsistent or in conflict with the county's existing zoning map because they will be implemented over a period of many years as development proposals and land use changes are presented to the county for consideration.

The General Development Plan Map is intended to, at least generally, incorporate the land use recommendations of the various municipalities that have adopted comprehensive plans. For land areas located within the 1.5 mile extraterritorial planning jurisdiction of any municipality, the controlling municipality's comprehensive plan should be consulted for specific planning guidance. It is the intent of this Comprehensive Plan to incorporate by addendum comprehensive plans that have been adopted by municipalities within Bureau County or any municipality located outside of Bureau County that has extended its extraterritorial jurisdiction into Bureau County.

A. Residential Land Use

Residential development may be 1-2 family residential or residential planned development.

1. 1-2 Family Residential includes one-unit residential structures as well as two-unit residential structures.
2. Residential Planned Development – mixed-residential projects consisting of single family, duplex, and multi-family structures, including condominium-type development, subject to site plan approval by the Bureau County Regional Planning Commission, Zoning Board of Appeals and County Board. Maximum allowable unit density will be established during the site plan review process.
3. Multi-Family includes structures that contain 3 or more units.

4. The following development guidelines should be considered when reviewing residential development proposals:
 - Balconies, porches, stoops, garden walls, varied building and facade setbacks, varied roof designs, bay windows and similar design features should be strongly encouraged. Long, monotonous building facades and boring, box-like buildings that detract from the visual quality of the community should be avoided.
 - The architectural design should be compatible with and fit the context of the surrounding neighborhood and character. This includes proper selection of building and facade materials, building height, building bulk, setbacks, window and door styles and placements, roof designs and colors.
 - In general, multi-family dwelling units should be designed to appear as a grouping of smaller residences. Parking lots and garages serving multi-family uses should abide by the following guidelines: (a) garage doors and parking lots should be located so that they are not the dominant visual element; (b) all outdoor parking areas should be partially screened from public view by peripheral hedges and ornamental trees; (c) large parking lots should be broken up with landscaped islands and similar features; (d) parking lots should be directly linked to building entrances by pedestrian walkways that are physically separated from vehicular movement areas; and (e) large, unarticulated parking garages are undesirable and should be avoided wherever possible. When such structures are necessary to meet parking requirements, the facades of the structures should be broken up with foundation landscaping, varied facade setbacks or projections, and recessed garage doors.
 - For multi-family uses, landscaping should be provided (a) along all public and private street frontages; (b) along the perimeter of all paved areas (parking lots, driveways); (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins; (f) around all utility structures or mechanical structures that are visible from public right-of-ways or less intensive land uses; and (g) within open areas of the site.
 - On-site open space areas and age-appropriate recreational equipment should be provided to serve the needs of the development's residents. Open space should be planned and designed to connect to other adjacent open spaces, to provide an interconnected network of open spaces throughout residential developments.
 - Travel by pedestrians and bicyclists should be encouraged within and between neighborhoods through a comprehensive network of sidewalks, pedestrian paths, and bike routes.
 - Residential developments should be connected to other neighborhoods by a network of streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles.

B. Commercial

Commercial land use includes small and large-scale retail and service establishments (i.e. stand-alone buildings and strip centers, etc.). Office land use includes doctors, lawyers, financial services, government agencies, etc.

1. The following design standards should be required in all new or expanded commercial uses through the County's zoning ordinance:
 - New driveways with adequate throat depths to allow for proper vehicle stacking.
 - Limited number of access drives along arterial and collector streets.
 - Common driveways serving more than one commercial use, wherever possible.
 - High quality landscaping treatment of buffer yards, street frontages, paved areas and building foundations.
 - Street shade trees along all public street frontages.
 - Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands.
 - Screening (hedges, berms, trees, and decorative walls) to block the view of parking lots from public streets and adjacent residential uses.

- Signage that is high quality and not excessive in height or total square footage.
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural elements.
- Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings.
- Provisions for safe, convenient, and separated pedestrian and bicycle access to the site, and from the parking areas to the buildings.
- Site design features that allow pedestrians to walk parallel to moving cars.
- Illumination from lighting confined on site, preferably through use of cut-off luminaries.

2. The following design features should be encouraged in all new or expanded commercial developments (through site plan review):

- High quality building materials, such as brick, wood, stone, and tinted masonry.
- Low reflectant, solid earth tone, and neutral building colors.
- Canopies, awnings, trellises, bays and windows to add visual interest to facades.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs.
- Staggered building facades (variations in wall depth and/or direction).
- Prominent entryways.
- All building facades of similar quality as the front building facade.
- Animating features on the building facade.
- Repeated elements of architectural detail and color on the building.
- Use of landscaping and architectural detailing along building foundations to soften the visual impact of large buildings.
- Appropriate pedestrian connections to adjacent neighborhoods.
- Central features which contribute to community character, such as patios, benches, and pedestrian areas.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- In multi-building commercial developments and adjacent commercial developments, link all buildings with safe pedestrian walkways that are separated from vehicular traffic areas.

3. The following design features should be avoided in new commercial developments (through site plan review):

- Large, blank, unarticulated walls on visible building facades.
- Unpainted concrete block walls.
- Metal siding.
- Large, bulky, monotonous “box-like” structures.
- Inappropriate mixtures of unrelated styles and materials.
- Extra-deep building setbacks.
- Excessive signage (e.g. height, square footage, color).
- Unscreened outdoor storage, loading and equipment areas.
- Poorly designed, unscreened parking lots.
- An excessive number of driveway access points along arterial and collector streets.
- Creation of inadequately designed driveways and entryways.

C. Industrial

Industrial land use includes processing and manufacturing operations as well as wholesale sales and establishments with large amounts of outside storage of materials. Industrial land uses may also include bio-tech/research facilities, research & development/technology-related facilities, and renewable resource technology-related facilities.

1. The following design standards should be required in all new or expanded industrial uses through the County's zoning ordinance:
 - New driveways with adequate throat depths to allow for proper vehicle stacking.
 - Limited number of access drives along arterial and collector streets.
 - High quality landscaping treatment of buffer yards, street frontages, paved areas and building foundations.
 - Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
 - Screening of parking lots from public rights-of-way and non-industrial uses.
 - Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
 - Street trees along all public road frontages.
 - Location of loading areas at the rear of buildings.
 - Separation of pedestrian walkways from vehicular traffic and loading areas.
 - Design of parking and circulation areas so that vehicles servicing the site are able to move from one areas of the site to another without re-entering a public street.
 - Variable building setbacks and vegetation in strategic locations along foundations to break up building facades.

2. The following design features should be avoided in new industrial developments (through site plan review):
 - Long, monotonous industrial building facades.
 - Large, blank unarticulated wall surfaces.
 - Non-architectural facade materials such as untreated exterior cement block walls and metal siding with exposed fasteners.
 - "Pole barn" type metal or wood buildings.
 - Large parking lots between the building and the public rights-of-way. Smaller parking lots (i.e. visitor parking lots) may be located in front of the building if well-screened.
 - Use of public streets for truck parking, loading , or staging activities.
 - Unscreened chain-link fences and barbed wire fencing.

D. Conservation/Open Space

Lands placed within this category include wetlands, lands that are designated by the Federal Emergency Management Agency as being subject to the Base Flood, or 100-year flood, for National Flood Insurance regulatory purposes, and non-designated flood plain, riparian corridors, natural areas, groves, as well as other lands which are intended to remain in a natural state in order to provide a buffer between adjacent land uses with different intensities of use (industrial / residential, etc.).

E. Continued Agricultural Use

Land that is currently in agricultural or agriculturally-related use and should remain in agriculture or agriculturally-related use until precluded by the natural, orderly and logical expansion of a municipality or, in some cases, an existing developed area. Only limited residential uses should be allowed in areas designated for "Continued Agricultural Use".

Section 8.7 Relationship Between Planned Land Use Designations and Future Zoning

The General Development Plan map (GDP) is not a zoning map. However, the planned land use designations shown on the GDP generally advise appropriate future zoning. In many cases, existing zoning districts reflect desired future land uses as indicated by the planned land use designations mapped over those areas. In some cases, zoning map or text changes may be required to meet some of these planned land use recommendations.

The identification of desired future land use types through the GDP does not imply that any area is immediately appropriate for re-zoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential. In some places, it may be desirable to re-zone land to reflect the planned land use designations as soon as possible. In other cases, it may be appropriate to wait to re-zone the area until an actual development proposal is brought forward by the landowner.